

STATE OF WISCONSIN FFY 2004 HIGHWAY SAFETY PERFORMANCE PLAN

I. INTRODUCTION

This Highway Safety Performance Plan is the state of Wisconsin's action plan for distribution of federal highway safety funds into priority behavioral safety programs during federal fiscal year 2004. It is a performance plan that sets measurable goals for each program and objectives for each activity, and it specifies how progress toward these goals will be measured. The Plan addresses the behavioral aspects of highway safety; that is, activities that affect the knowledge, attitudes and behaviors of highway users and safety professionals. Several studies have identified the road user as a sole or major contributing factor in between 84 and 94% of all crashes. This plan does not address vehicle or roadway factors that contribute to crashes.

This Year 2004 Highway Safety Plan incorporates the state of Wisconsin's Sec. 402 State and Community Highway Safety Grant Program, the Sec. 410 Alcohol Traffic Safety Plan, the Motor Carrier Safety Assistance Plan (MCSAP), remaining Sec. 164 Alcohol Impaired Driver Transfer projects, Sec. 157 Occupant Protection Incentive projects, Sec. 157 Occupant Protection Innovative Demonstration projects, Sec. 4003(b) Child Passenger Safety Incentive projects and Sec. 411 Traffic Records Improvement Incentive projects, and it meets the criteria established in 23 US Code Section 401 et seq. and the federal and state regulations governing the distribution of these funds. The plan also incorporates the US Department of Justice Underage Alcohol Enforcement Grant program, the Motor Carrier Safety Assistance Program administered by the Wisconsin State Patrol, and the state-funded Motorcycle Rider Education, Pedestrian-Bicycle Safety, and Pre-trial Intensive Supervision programs.

State Highway Safety Office: The Highway Safety Performance Plan is administered by a unit within the Wisconsin Department of Transportation (WisDOT)'s Division of Transportation Investment Management (DTIM). The WisDOT Bureau of Transportation Safety (BOTS) researches and writes this Plan, administers the State and Community Highway Safety Grant Program, the Alcohol Incentive Grant Program, USDOT safety demonstration grants, USDOT safety set-aside fund programs, the USDOJ Office of Juvenile Justice Underage Alcohol Enforcement program, and state-funded programs including the Wisconsin Motorcycle Rider Education Program and the Wisconsin Pedestrian and Bicycle Safety Program. BOTS also staffs the Governor's Council on Highway Safety, coordinates the WisDOT Traffic Safety Council, the State Traffic Records Coordinating Committee and the Public Safety Location Work Group, and participates as a partner in transportation planning, trauma system and injury control activities, youth activities, alcohol and other

drugs activities and law enforcement training activities. The MCSAP program is administered by the Wisconsin State Patrol.

WisDOT: The Wisconsin Department of Transportation (WisDOT) is an umbrella agency containing Wisconsin's State Highway Safety Office and the Wisconsin State Patrol, the Division of Motor Vehicles and other units that plan, construct and maintain state highways and other transportation modes, develop and maintain information systems and perform other transportation-related functions.

WisDOT Strategic Highway Safety Plan: In 1999, the Wisconsin Department of Transportation established its mission, vision, and values and identified transportation safety as a priority area for the agency. In 2000, 160 WisDOT employees and transportation safety partners, including representatives from AAA, the UW, NHTSA, FHWA, AARP, the courts, the media and the legislature, selected specific actions and developed action plans to increase traffic safety during 2001-2003.

WisDOT's 2001-2003 Strategic Highway Safety Plan was based on the American Association of State Highway and Transportation Officials' (AASHTO) Strategic Highway Safety Plan, which listed 22 recommended safety actions. The actions focused on drivers, vehicles, highways, emergency medical services, highway management, and "special users" – i.e., bicyclists and pedestrians. The Wisconsin Plan decreased the AASHTO list to seven action plans that participants felt were not only important, but could be influenced by actions taken by WisDOT. These items were:

1. *Institute Graduated Driver Licensing. Status = complete*
2. *Improve the design and operation of intersections. Status = WisDOT is an AASHTO Lead State.*
3. *Increase seat belt use. Status = continuing effort.*
4. *Increase driver safety awareness. Status = continuing effort.*
5. *Improve data and decision support systems. Status = continuing effort.*
6. *Keep vehicles on the roadway/minimize the consequences of leaving the roadway. Continuing*
7. *Reduce impaired driving. Status = continuing effort.*

The Department proposes to update its strategic safety plan during the final quarter of CY2003.

Other Plans and Scans: This plan incorporates information and direction from recently developed strategic plans and state program assessments.

The State's Traffic Records Coordinating Committee (TRCC) annually updates its Traffic Records Strategic Plan for the State of Wisconsin. The plan consists of a set of priority initiatives for improving traffic records, which are used to inform funding decisions in many state organizations. This plan is under review, and the TRCC is developing a set of objectives with associated activities for each of the Year 2004 initiatives, to be published in 2003.

In January 2001, the State Trauma System Plan was delivered to the Wisconsin Legislature for further action. This plan was one of the recommendations in the 1990 NHTSA EMS Assessment. The *State of Wisconsin Public Health Plan for the Year 2010* was published in 2003. Transportation-related injuries were recognized as a key public health issue.

In 2001, the State underwent a Motorcycle Safety Program Assessment and an EMS Program Re-Assessment. In March 2003, the state underwent an Alcohol Program Re-Assessment. Recommendations and other portions of these documents are included in the relevant program plans in this document.

BEHAVIORAL SAFETY MISSION and GOALS

MISSION

The Bureau of Transportation Safety coordinates a statewide behavioral highway safety program, making effective use of federal and state Highway Safety funds and other resources to save lives and reduce injuries on Wisconsin roads, and provides leadership, innovation and program support in partnership with traffic safety activists, professionals and organizations.

STATE GOALS

PRIMARY BEHAVIORAL SAFETY GOAL

To reduce the number of deaths and serious injuries that result from traffic crashes on Wisconsin roadways.

OTHER FEDERAL/ STATE GOALS

Wisconsin's Goals contribute to the achievement of national and state goals:

USDOT: To decrease the fatality rate to 1.0/ HMVMT by 2008.

FMCSA: To decrease large truck fatalities by 50% by 2008

US Public Health Plan for 2010: To reduce deaths caused by motor vehicle crashes to 9.0 deaths per 100,000 population and 1 death per 100 million vehicle miles traveled and to reduce nonfatal injuries caused by motor vehicle crashes to 1,000 per 100,000 population by 2010.

Wisconsin's Statewide Highway Safety Goals are general targets. They are not direct measures of the behavioral Highway Safety Program's performance in a given year, and the behavioral Highway Safety Program is not the only factor that influences them. The most significant external factors influencing these measures are the economy, demographics (particularly the proportion of the population between the ages of 15-44 and over 65), the number of licensed drivers, the number of miles driven, the types of driving exposure, the weather and lifestyle factors, such as patterns of alcohol consumption. Multi-year trend information is thus provided for each program.

PERFORMANCE MEASURES

In the past, Wisconsin's Performance Measures were derived from a combination of straight-line projections and other factors unique to each problem area, using Wisconsin Department of Transportation 1989-2002 Crash, Driver, Roadway and Vehicle Files, population data obtained from the Wisconsin Department of Administration Demographic Services Center and U.S. Census Bureau, and the results of observational and opinion surveys. Because the long-term downward trend in deaths reversed in the last few years, straight-line projections are no longer as useful. For the following measures, only the past 10 years of data were used, and the target numbers of deaths and injuries were derived from the proposed goals.

Table 00-01
Primary Performance Measures

A: Crash Avoidance Measures

Table A1 State Traffic Death Rate
(Deaths per 100 million vehicle miles traveled (VMT) Preliminary 2002 VMT data)

Year	Rate	Deaths /	MVMT
1994 Baseline:	1.40	706 /	50,273
2002 Status	1.37	805 /	58,700
2004 Goal	1.29	800 /	62,081
2007 Goal	1.15	771 /	67,127
2009 Goal	1.00	742 /	74,254

Table A2 : State Population Traffic Death Rate
(Deaths per 100,000 population)

Year	Rate	Deaths /	State Population
1994 Baseline:	13.88	706 /	5,083,000
2002 Status	14.24	805 /	5,401,906
2004 Goal	14.68	800 /	5,448,460
2007 Goal	13.73	771 /	5,615,964
2009 Goal	12.70	742 /	5,841,614

Table A3 : State Population Traffic Death/Injury Rate
(Deaths (K) and Incapacitating (A) Injuries per 100,000 population)

Year	Rate	K&A Inj	State Population
1994 Baseline:	183.4	9,320 /	5,083,000
2002 Status	123.7	6,685 /	5,401,906
2004 Goal	119.3	6,500 /	5,448,460
2007 Goal	103.3	5,800 /	5,615,964
2009 Goal	85.6	5,000 /	5,841,614

B. Crashworthiness Measures

Table B1 : Proportion of Persons in WI Crashes Who are Killed or Incapacitated
(Total Killed (K) and Incapacitated (A) persons per total exposed in crashes)

Year	Rate	K&A Inj/	Persons Exposed
1994 Baseline:	2.59%	9,320 /	359,249
2002 Status	2.13%	6,685 /	312,421
2004 Goal	2.28%	6,500 /	284,353
2007 Goal	2.39%	5,800 /	242,769
2009 Goal	2.83%	5,000 /	176,465

Table B2: Proportion of WI Crashes in which the Worst Injury is a Death or Incapacitating Injury
(Total Fatal and Incapacitating (A) Injury crashes per all crashes)

Year	Rate	K&A Crashes	All Crashes
1994 Baseline:	4.82%	7,154 /	148,325
2002 Status	4.12%	5,318 /	129,072
2004 Goal	3.54%	4,764 /	134,711
2007 Goal	2.87%	3,959 /	137,802
2009 Goal	2.00%	2,897 /	145,055

PROGRAM GOALS

01-PA **PLANNING AND ADMINISTRATION**: To administer the State and Community Highway Safety Grant Program and other state- and federal-funded highway safety programs; to plan for coordinated highway safety activities so as to use strategic resources most effectively to decrease traffic crashes, deaths and injuries in Wisconsin.

02-OP **INJURY CONTROL - OCCUPANT PROTECTION**: (1) To increase statewide average safety belt use to 73% by 2004, to 75% by 2007 and to 77% by 2009 from 1994 Baseline of 62.9%. (2) To reduce child (ages 1-9) occupant injuries and deaths to 2,400 by 2004, to 2,300 by 2007 and to 2,200 by 2009 from 1994 Baseline of 2,709.

03-AL **ALCOHOL and OTHER DRUGS (AOD) COUNTERMEASURES**: To decrease the number of alcohol- and drug-related motor vehicle crashes to 8,400 by 2004, 8,200 by 2007 and 8,000 by 2009, and to decrease the resulting deaths and incapacitating (A) injuries to 1,219 by 2004, to 1,023 by 2007 and to 845 by 2009 from 1994 Baseline of 10,297 crashes and 1,987 deaths and incapacitating injuries

03-AL **YOUTHFUL DRIVERS, ALCOHOL and OTHER DRUGS**: To decrease the number of 15 to 24-year-old drivers and passengers killed (K) or seriously (A) injured in all traffic crashes to 2,057 by 2004, to 1,780 by 2007, and to 1,502 by 2009 from 1994 Baseline of 2,448 15 to 24-year-olds killed or seriously injured

04-PT **POLICE TRAFFIC SERVICES**: To decrease the number of speed-related crashes to 19,192 by the end of 2004, to 17,273 by the end of CY2007 and to 15,546 by the end of CY2009; and to decrease the number of people killed or incapacitated in these crashes to 1,662 by the end of CY 2004, to 1,604 by the end of CY2007, and to 1,525 by the end of CY2009

05-TR **TRAFFIC RECORDS**: To coordinate and encourage improvements in the development and use of a complete and comprehensive state highway safety information system, and to support the planning, operational management or control and evaluation of Wisconsin's highway safety activities using the highest quality data from 1994 Baseline of WI Crash Data among the best in the nation but is not automated.

06-EM **INJURY CONTROL -- EMERGENCY MEDICAL RESPONSE**: To improve traffic crash survivability and injury outcome by improving the availability, timeliness and quality of EMS response and by improving State and community coordination of EMS, public safety and mass casualty response.

07-MC **MOTORCYCLE SAFETY**: To stop the upward trend of motorcycle riders killed and seriously injured in reportable crashes at 2,010 crashes and 661 killed or seriously injured riders by the end of 2004, and reduce it to 1,950 crashes and 608 seriously killed or injured riders by the end of 2007 and 1,800 crashes and 560 killed or seriously injured riders by the end of 2009 from 1994 Baseline of 826 riders killed or seriously injured in 2,297 crashes.

09-PS **PEDESTRIAN, BICYCLE & PUPIL TRANSPORTATION SAFETY**: (1) To decrease pedestrian crashes to 1,440 and combined fatalities and serious (A) injuries to 300 by 2004; and decrease to 1,200 crashes and 300 K-A injuries by 2007 and to 1,000 crashes and 264 K-A injuries by 2009 from 1994 Baseline of 2,059 crashes and 576 pedestrians killed or incapacitated. (2) To decrease bicyclist crashes to 800 and combined fatalities and serious (A) injuries to 100 by 2004; to 600 crashes and 75 K-A injuries by 2007 and to 400 crashes and 50 K-A injuries by 2009 from 1994 Baseline of 1,644 crashes and 285 bicycle riders killed or incapacitated.

10-CP **CORRIDOR and COMMUNITY TRAFFIC SAFETY and SAFETY OUTREACH** : (1) To promote increased multidisciplinary safety activities in 15 populous communities representing at least 40% of the state population and 33 percent of state traffic deaths and serious injuries from the Baseline of 13 communities representing 30% of the population and 27.4% of deaths and serious injuries.

(2) To inform the general public and safety advocates of changes in laws, new data, new studies, program opportunities, etc., and to reach high-risk audiences with informational and motivational safety messages from the Baseline of Traffic Safety Reporter mailed to 3,000; earned media and PSA's.

III. PLAN DEVELOPMENT PROCESS

This section briefly describes the processes used by the state of Wisconsin to 1) identify traffic safety problems, 2) establish Priority Program performance goals and objectives and 3) select strategies and activities that will achieve those goals. Critical participants in the planning process are: BOTS Staff, their advisory groups, Program Assessment Teams, and the WisDOT Transportation Safety Council.

1. Traffic Safety Problem Identification

State and National Priorities: The first step in the traffic safety planning process was the examination of priority areas identified by state and national health and safety organizations, from federal and state strategic and related operational plans, and strategic plans and guidelines from a variety of national organizations, the NHTSA and FHWA *Strategic Plans*, the *WisDOT Strategic Plan*, the *National Healthy People 2010* injury objectives and *Turning Point 2010, A Public Health Agenda for the State of Wisconsin*. Primary and secondary data were evaluated with the assistance of state and local, public and private sector transportation, enforcement and public health and safety professionals with expertise in each Priority Program Area.

Data/Trends/Normalization: Knowledge of risk factors in each of the identified priority areas was further refined by examination of Wisconsin crash, vehicle, driver, roadway and travel data, citation data, observational and opinion surveys, and Behavioral Risk Factor Surveys. Crash data from 1983-2001 were used to establish trends and projections. Linkages were made with other statewide databases such as hospital discharge summaries. These data were pooled to identify priority geographical areas and priority populations, and were normalized using population, VMT, roadway miles, driver and vehicle registrations and occupants exposed. Detailed information may be found in BOTS' annual publications (*Wisconsin Traffic Crash Facts*, *Wisconsin Alcohol Traffic Crash Facts* and *Wisconsin Motorcycle Crash Facts*), in special reports from the Bureau of Transportation Safety, and in the maps found in the next section of this plan.

Targets: High-risk target populations, high-risk behaviors and high-crash locations received priority in establishment of the Supporting Objectives, and in funding the planned activities. Although some programs will lend themselves to statewide or regional solutions, special emphasis has been placed on developing local solutions to local problems. Targets may include age, gender, location, ethnicity, and day, date or time of injury, among other factors.

2. Goals and Objectives

Annual and long-term Statewide Goals and Performance Measures were established using population, crash, citation and behavior trend data and assessment of current needs and resources. Goal development was also informed by examination of annual and long-term state and federal transportation safety and public health policies and goals. Proposed State and Program Goals were reviewed by the Traffic Safety Council, the WHSP, the BOTS Director and safety analysts during the Highway Safety Plan development process, for conformity with state and federal goals and objectives, and for consistency with program activity, history and long-range planning. Draft goals and objectives were distributed widely within the safety community.

Primary Indicators used to assess risk are the numbers of fatalities and serious (“A” or “Incapacitating”) injuries that result from traffic crashes. (n.b., Wisconsin and other states’ CODES data indicate that police-reported injury severity is incorrect in more than 30% of hospitalized cases, but we have not yet developed a way to correct for this limitation of our analyses.)

Program Goals are established for each Priority Program identified during the problem identification process. Program Goals must support the Statewide Goal of decreases in deaths and severe injuries. Program Goals are developed using trend analyses, resources available, and proven effectiveness of program strategies. Program Goals are established for the operational year and for 2-year increments projected by odd year out five years. For the 2003 HSP, the increments are 2003, 2005 and 2007; for 2004, they will be 2004, 2005, 2007, and 2009, for 2005, they will be 2005, 2007 and 2009, etc. This overlap of goals between annual plans will permit analysis of activity levels and selected strategies from year to year.

“Interim” Program Objectives with specified performance measures and baseline data, support the achievement of each Program Goal. Each Program Objective must be reasonably achievable, measurable and time-framed, and must support one or more Program Goal. Objectives are given for the operational year but may also be projected for additional years.

During the first quarter of each year, program staff reviews the prior year’s crash and survey data and safety project experience, and refine the program goals and objectives and performance measures as required by this review. Behavior change is a work in progress, so that these goals and objectives are likely to evolve over time as more complete and current data become available. Funding decisions for program and project activities are based upon the most recent revision of the goals and objectives and the latest information on problem severity and program effectiveness.

3. Strategy Selection, Activity and Project Development

Safety Strategies: Activities funded in the 2003 Highway Safety Plan are organized within Safety Strategies. The strategies listed below have been shown to be useful in effecting behavior change and in controlling injury either singly or in combination:

TABLE 00-02: BEHAVIORAL CHANGE STRATEGIES	
Education	Enforcement
Enactment	Emergency Response
Engineering/ Planning	Empowerment
Economic Incentives	Evaluation

Safety program staff continually research and select strategies and supporting activities most likely to produce the desired results. Innovative activity and project ideas are also solicited annually from safety professionals, communities, other state agencies and organizations, advocacy groups and citizens at large.

Activity Descriptions: Program staff develops activity proposals that are likely to support Program Objectives. When approved, selected activities are included in the HSP under the Objective and Strategy they support. These proposals include information in the following categories:

TABLE 00-03: ACTIVITY PROPOSAL CONTENTS
Problem Addressed
Project or Activity Objectives
Description of Funded Activities
Resources Required (grant funds and budget categories)
Self-Sufficiency Plan
Evaluation Plan

Objectives: Each Project or Activity Objective must be SMART (specific, measurable, reasonably achievable and time-framed) and must support one or more Program Objective. The program manager selects outcome, impact or process objectives as required by the nature of the activity and the data available for analysis. The manager also determines whether the objective will be short-term or long-term, and whether it will address certain at-risk groups, locations or behaviors. Program staff works with the Safety Analyst to describe how they will determine whether each Program and Activity Objective is met.

4. Project Selection Process

BOTS uses empirical evaluation findings to support programming decisions and funding requests. Funding for each type of project with multiple recipients is distributed following a written set of guidelines for determining eligibility and preference. The locations or risk groups that demonstrate the most significant problems and likelihood of positive response to the proposed project are given priority for funding. For activities repeated in multiple locations, a process based on disproportion in numbers/rates of certain crash types, possible contributing causes of crashes, driver or passenger characteristics, safety equipment use and other characteristics identifies high-risk locations for each type of crash.

5. Review and Approvals

As a group the BOTS program staff review all Programs and Activity Proposals, and make initial priority and funding recommendations. The proposed Highway Safety Plan is presented to the Director of the Bureau of Transportation Safety, the WisDOT Traffic Safety Council, the Governor's Highway Safety Council and the Secretary of Transportation for final approval.

5. Evaluation

Evaluation is a critical component in the development and implementation of traffic safety programs. The description of each Activity funded in the HSP contains information about the type(s) of evaluations that will be performed. Evaluation guidance is also provided for each funded project. However, baseline data are not yet available for many behavioral interventions; some initial steps are underway to develop survey and social marketing baseline data.

Events and Activities 2003-2004

MONTH	THEME	MEDIA/PUBLICATIONS/ ACTIVITIES	APPLICATIONS/EVALUATION
October	National Drive Safely to Work Week Walk to School Week	<i>Pedestrian Safety/Safe Communities Media Release</i> <u>2003 Traffic Crash Facts Book</u> Put the Brakes on Fatalities Day Governor's Council on Highway Safety	Federal Fiscal Year 2004 Activity Begins
November	MADD Red Ribbon Campaign	<i>Deer Crash Media Release</i> National ABC Belt Mobilization	Pre-wave OWI Phone Survey- KAB (phone)
December	Nat Drunk & Drugged Driving Month	<i>Impaired Driving Media Release</i> Dec 19-Jan 4: Alcohol Mobilization – <i>Over the Limit, Under Arrest</i> – Paid Media	
January		<i>2003 Fatality Media Release</i> <u>2002 Alcohol Crash Facts Book</u> <u>2003 Annual Report</u> Governor's Council on Highway Safety	Post-wave OWI Phone Survey – KAB (phone)
February	Nat. Child Passenger Safety Week	<i>Child Passenger Safety Media Release</i>	Due date: bike activity applications Due date: pedestrian activity applications
March			
April	Alcohol Awareness Month Teaching Safe Bicycling Classes	<i>Youth Crash Risk Media Release</i> Traffic and Impaired Driving Law Program Governor's Council on Highway Safety	
May	Nat. Bike Safety Month Nat. Motorcycle Safety Month Nat. EMS Week	<i>Motorcycle Safety Media Release</i> <i>May 24-June 6: Safety Belt Mobilization - Buckle Up or Pay the Price</i> –Paid Media	SB Survey – KAB (phone)
June		28 th Annual Governor's Conference on Highway Safety <u>Teen Risk Monograph</u>	SB Survey – KAB (phone) Begin outreach on RFPs

July		<p><i>2003 Traffic Enforcement/Speed Media Release</i> Governor's Council on Highway Safety</p> <p>July 4-Labor Day – Belts/Alcohol Mobilization <i>Buckle Up or Pay the Price/ Over the Limit/ Under Arrest</i> – Paid Media</p> <p><u>2003 Motorcycle Crash Facts Book</u></p>	<p>Due date: Safe Community applications Due date: Mobilization applications Due date: Combined Traffic Enforcement applications Due date: Youth Alcohol applications</p> <p>410 Alcohol Traffic Safety Plan</p>
August	Back to School	<p><i>Labor Day/Back to School Media Release</i></p> <p><u>Safety Belt Use Survey Monograph</u></p>	<p>SB Use Survey – (Observation)</p> <p>2005 Highway Safety Performance Plan</p>
September	Stop on Red Week	WTSOA/WHSCA/WAWHSL Conference	